

2026 Five-Year Housing Land Supply and Local Plan Housing Trajectory

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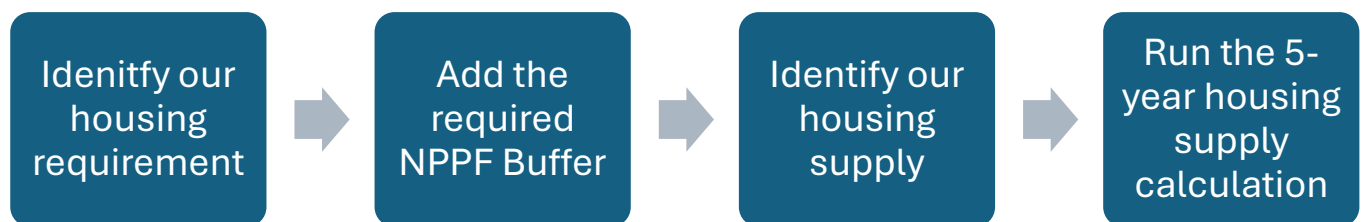
Five-Year Housing Land Supply

1. Introduction

- 1.1. The National Planning Policy Framework¹ (NPPF) (2024) requires Local Planning Authorities to demonstrate a five-year housing land supply:

“Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.” (NPPF paragraph 78)

- 1.2. Where a Local Planning Authority *cannot* demonstrate a five-year supply of deliverable housing sites, the NPPF’s ‘presumption in favour of sustainable development’ may apply when deciding planning applications, as the relevant Local Plan policies can be considered out-of-date. This would mean granting permission in all but a small number of situations, detailed in NPPF paragraph 11.
- 1.3. The Council’s Five-Year Housing Land Supply position covering the period 1 April 2026 – 31 March 2031, based on the updated Local Plan housing trajectory detailed in the second part of this report, demonstrates a **6.24-year housing land supply**.
- 1.4. An explanation of how we have calculated the Five-Year Housing Land Supply is set out in the following sections. In summary, the process is as follows:



2. Housing requirement

- 2.1. The Council’s housing requirement is based on the adopted Local Plan², which sets an average annual housing target of **822 dwellings per year** over the plan period.

Shortfall

- 2.2. National planning practice guidance³ states that where shortfalls in housing completions have been identified against planned requirements, LPAs may consider

¹ assets.publishing.service.gov.uk/media/67aafe8f3b41f783cca46251/NPPF_December_2024.pdf

² www.york.gov.uk/downloads/file/10103/city-of-york-adopted-local-plan-2025

³ www.gov.uk/guidance/housing-supply-and-delivery

what factors might have led to this and whether there are any measures that the authority can take to counter this. Past under-delivery (from 2012-2017) was considered as part of the Local Plan examination, and it was demonstrated that delivery of the shortfall within 5 years (the 'Sedgefield approach') would not meet the NPPF expectations to be realistic. Therefore, we justified the use of the 'Liverpool approach' to instead account for the historical shortfall over the entire duration of the plan period. This is accounted for in the annual housing target of 822 dwellings.

- 2.3. Additionally, since the beginning of the plan period (April 2017) to the date of this monitoring report (April 2026), **6,471 homes** have been completed against a total requirement of **7,398 homes**. This represents 87.5% of the overall requirement; an under-delivery over the plan period to date of 927 homes.
- 2.4. To meet this additional shortfall over the remaining seven years of the plan period (to 2032/33), an additional 662 homes must be added to the five-year requirement ($927 \div 7 \times 5$).

Buffer

- 2.5. In addition to the housing requirement and shortfall, a percentage buffer is applied (consisting of sites moved forward from later in the plan period) to ensure that there is a realistic prospect of achieving the planned level of housing supply. The size of this buffer is dependent on the specific circumstances of the LPA.
- 2.6. These buffers are not cumulative, meaning the highest of the following buffers should be applied:
- A minimum 5% buffer to ensure choice and competition in the market.
 - Where delivery of housing taken over the previous 3 years has fallen below 85% of the requirement, as set out in the last published Housing Delivery Test measurement, a 20% buffer should be applied.
 - From 1 July 2026, where an LPA has a housing requirement adopted in the last five years which was examined against a version of the NPPF published before 12 December 2024, and where their annual housing requirement is less than 80% of the local housing need figure as calculated using the standard method, a 20% buffer should be applied.
- 2.7. For City of York council, the most recently published housing delivery test result was 79%, less than the 85% required to avoid the 20% buffer. Furthermore, the Local Plan was examined under the 2012 NPPF and our annual housing requirement is less than 80% of our housing need figure calculated using the standard method (housing requirement $\div$ housing need figure = $822 \div 1223 = 67\%$). This means we are required to add a **20% buffer** to our supply.

Table 1: Five-year housing land supply requirement for the period 1 April 2026 – 31 March 2031

Component of requirement	Total five-year requirement (2026-2031)
a. Local Plan housing requirement	4,110
b. Shortfall	662
c. Buffer (20%)	954
Total (a + b + c)	5,727

3. Housing supply

3.1. Sites included within the five-year housing land supply must be considered deliverable. The NPPF glossary defines deliverable as:

- Available for development now
- In a suitable location for development now, and
- Achievable, with there being a realistic prospect of the homes being delivered within five years.

3.2. Unless there is clear evidence to the contrary, we have considered the following types of sites as deliverable for the purposes of this five-year housing land supply:

- All sites with detailed planning permission that has not expired
- All sites with fewer than 10 proposed homes, with outline planning permission that has not expired
- Sites with outline permission for 10 or more homes, sites allocated in the Local Plan, and sites with permission in principle, only where there is clear evidence that homes will be delivered within five years

Communal/non-self-contained accommodation

3.3. Planning practice guidance recognises that student and other communal accommodation such as care homes should form part of the housing supply, based on the amount of housing they free up to the market. See 'Appendix 1: Recording communal/non-self-contained accommodation in the housing supply', for an explanation of how communal bedspaces are converted into net additional dwellings.

Windfall allowance

3.4. Windfall sites are sites not specifically identified in the Local Plan, but that still come forward for development. The NPPF states that:

“Where an allowance is to be made for windfall sites as part of the identified supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.” (NPPF paragraph 75)

- 3.5. Windfall sites have continued to reliably form part of the housing supply since the start of the Local Plan period and are expected to continue to deliver in line with past trends. As the windfall allowance is based on past completions rather than planning permissions, there is a high degree of certainty that this rate of delivery will be achieved.
- 3.6. York’s windfall allowance is based on the previous 10 years of historical completions data on sites smaller than 0.2ha, including conversions and changes of use. Based on this data, an average **windfall allowance of 186 homes per year** is considered appropriate.
- 3.7. It is possible that larger unidentified sites will also come through as windfall development, for example when a large site unexpectedly become available for development and is progressed quickly. However, these are much less predictable and reliable sources of supply so have not been included in the five-year supply windfall allowance.
- 3.8. The windfall allowance is only applied from year four of the trajectory. This allows applications for windfall schemes sufficient time to progress through the planning system. Schemes coming forwards in the first three years of the trajectory are likely to be those that already have planning permission and therefore will already be included in the trajectory.

Table 2: Sources of housing supply for the period 1 April 2026 – 31 March 2031

Component of supply	Total five-year supply (2026 – 2031)
Local Plan strategic housing allocations (ST sites, above 5 hectares)	3,442
Local Plan housing allocations (H sites, below 5 hectares)	1,475
Non-allocated sites with planning permission or resolution to grant planning permission	1,858
Windfall allowance (years 4 and 5 only)	372
Total	7,147

4. Five-year housing land supply calculation

- 4.1. To calculate the final five-year housing land supply figure, the total deliverable supply (Table 2) is divided by the total five-year requirement (Table 1), and then multiplied by 5:

$$\text{Supply in years} = \left(\frac{\text{Total deliverable supply}}{\text{Total 5 year requirement}} \right) \times 5$$

Table 3: Five-year housing land supply calculation for the period 1 April 2026 – 31 March 2031

Five-year total housing requirement (Table 1)	5,727
Five-year total identified housing land supply (Table 2)	7,147
Total land supply for the five-year period	6.24 years
Land supply as a percentage of the total five-year requirement	125%

5. Conclusion

- 5.1. City of York Council can successfully demonstrate a Five-Year Housing Land Supply with a **total supply of 6.24 years**, which is **125% of our total five-year requirement**.

Local Plan Housing Trajectory

6. Local Plan Housing Trajectory at 1 April 2026

Table 4: Net housing completions 2017 to 2026

Source of supply	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Net self-contained housing completions	1296	449	560	622	402	459	528	649	654
Net communal accommodation completions (ratios applied)	35	2	67	21	258	392	-63	63	77
Total	1331	451	627	643	660	851	465	712	731

Table 5: Housing (H) allocations (below 5 hectares)

Site	Reference	Remaining capacity	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38	Post 2038
Former Gas Works, 24 Heworth Green (National Grid Properties)	H1	607	0	0	200	200	207	0	0	0	0	0	0	0	0
Burnholme School	H3	7	0	0	7	0	0	0	0	0	0	0	0	0	0
Lowfield School	H5	6	6	0	0	0	0	0	0	0	0	0	0	0	0
Bootham Crescent	H7	21	21	0	0	0	0	0	0	0	0	0	0	0	0
Askham Bar Park & Ride	H8	60	0	0	35	25	0	0	0	0	0	0	0	0	0
The Barbican	H10	187	0	37	50	50	50	0	0	0	0	0	0	0	0
Former Oakhaven EPH	H20	34	34	0	0	0	0	0	0	0	0	0	0	0	0
Land at Moor Lane Copmanthorpe	H29	75	30	30	15	0	0	0	0	0	0	0	0	0	0
Eastfield Lane Dunnington	H31	87	22	22	0	22	21	0	0	0	0	0	0	0	0
Land RO Rufforth Primary School Rufforth	H38	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North of Church Lane Elvington	H39	32	0	0	17	15	0	0	0	0	0	0	0	0	0
Land to North of Willow Bank and East of Haxby Road, New Earswick	H46	117	20	35	40	22	0	0	0	0	0	0	0	0	0
Willow House EPH, 34 Long Close Lane	H52	36	0	18	18	0	0	0	0	0	0	0	0	0	0
Land at Knapton Village	H53	4	4	0	0	0	0	0	0	0	0	0	0	0	0
Land at Layerthorpe	H55	20	0	0	0	20	0	0	0	0	0	0	0	0	0
Clifton Without Primary school	H58	15	0	15	0	0	0	0	0	0	0	0	0	0	0
Land at Heworth Croft	SH1	167	0	0	0	0	167	0	0	0	0	0	0	0	0
Total		1475	137	157	382	354	445	0	0	0	0	0	0	0	0

Table 6: Strategic (ST) housing allocations above 5 hectares

Site	Reference	Remaining capacity	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38	Post 2038
British Sugar/Manor School	ST1a	1100	0	0	0	50	150	150	150	150	150	150	150	0	0
Manor School	ST1b	100	0	0	0	0	35	35	30	0	0	0	0	0	0
Former Civil Service Sports Ground Millfield Lane	ST2	56	44	12	0	0	0	0	0	0	0	0	0	0	0
Land Adj. Hull Road and Grimston Bar	ST4	162	2	50	56	54	0	0	0	0	0	0	0	0	0
York Central	ST5	2500	0	0	0	999	0	0	501	0	136	0	0	450	414
Land East of Metcalfe Lane	ST7	845	0	0	0	20	40	40	40	40	40	155	155	155	160
Land North of Monks Cross	ST8	970	0	50	100	100	100	100	100	100	100	100	100	20	0
Land North of Haxby	ST9	700	0	45	90	90	90	90	90	90	90	25	0	0	0

Land to West of Wigginton Road	ST14	1348	0	0	0	60	60	160	160	160	160	160	160	160	108
Land to West of Elvington Lane	ST15	3339	0	0	50	75	160	200	200	200	200	240	240	240	1534
Terrys Extension Site - Terrys Car park (Phase 2)	ST16	38	0	0	38	0	0	0	0	0	0	0	0	0	0
Nestle South (Phase 2)	ST17	203	0	21	72	110	0	0	0	0	0	0	0	0	0
Land to the South of Tadcaster Road, Copmanthorpe	ST31	116	48	43	25	0	0	0	0	0	0	0	0	0	0
Hungate	ST32	613	0	0	0	196	196	110	111	0	0	0	0	0	0
Station Yard Wheldarke	ST33	111	43	41	27	0	0	0	0	0	0	0	0	0	0
Imphal Barracks, Fulford Road	ST36	769	0	0	0	0	0	0	100	100	100	100	100	100	169
Total		12970	137	262	458	1754	831	885	1482	840	976	930	905	1125	2385

Table 7: Non-allocated sites with planning permission or with a resolution to grant planning permission

Source of supply	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38
Self-contained housing	360	527	218	64	63	55	0	0	0	0	0	0
Communal/non-self-contained accommodation (ratios applied)	204	34	348	20	20	0	0	0	0	0	0	0
Total	564	561	566	84	83	55	0	0	0	0	0	0

Table 8: Local Plan housing trajectory

Calculation step	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38
A. Past completions (2017 to 2026)	1331	451	627	643	660	851	465	712	731												
B. Projected completions (all sites)										838	980	1406	2192	1359	940	1482	840	976	930	905	1125
C. Projected windfall completions										0	0	0	186	186	186	186	186	186	186	186	186
D. Total projected completions (B + C)										838	980	1406	2378	1545	1126	1668	1026	1162	1116	1091	1311
E. Cumulative completions	1331	1782	2409	3052	3712	4563	5028	5740	6471	7309	8289	9695	12073	13618	14744	16412	17438	18600	19716	20807	22118
F. Annual housing target	822	822	822	822	822	822	822	822	822	822	822	822	822	822	822	822	822	822	822	822	822
G. Cumulative housing target	822	1644	2466	3288	4110	4932	5754	6576	7398	8220	9042	9864	10686	11508	12330	13152	13974	14796	15618	16440	17262
H. Cumulative over/under supply [at the end of the monitoring year] (E - G)	+509	+138	-57	-236	-398	-369	-726	-836	-927	-911	-753	-169	+1387	+2110	+2414	+3260	+3464	+3804	+4098	+4367	+4856

Table 9: Rolling five-year housing land supply position

Calculation step	2026 5YHLS	2027 5YHLS	2028 5YHLS	2029 5YHLS	2030 5YHLS	2031 5YHLS	2032 5YHLS
I. Local Plan five-year housing requirement (F)	4110	4110	4110	4110	4110	4110	4110
J. Shortfall to be carried over remaining plan period (H)	927	911	753	169	0	0	0
K. Years remaining of plan period	7	6	5	4	3	2	1
L. Total shortfall (5 x (J ÷ K)) [Liverpool approach]	662	759	753	211	0	0	0
M. 20% Buffer (0.2 x (I + J))	954	974	973	864	822	822	822
N. Total five-year requirement (I + L + M)	5727	5843	5836	5186	4932	4932	4932
O. Total five-year land supply (D)	7147	7435	8123	7743	6527	6098	6063
P. Over/under supply against total five-year requirement (O - N)	+1420	+1592	+2287	+2558	+1595	+1166	+1131
Q. Land supply in years (including shortfall and buffer)	6.24	6.36	6.96	7.47	6.62	6.18	6.15
Land supply as percentage of five-year requirement (including shortfall and buffer)	125%	127%	139%	149%	132%	124%	123%

Appendix I: Recording communal/non-self-contained accommodation in the housing supply

Communal/non-self-contained accommodation and establishments include purpose-built student ‘cluster-flats’, care homes, and larger homes of multiple occupation, where multiple unrelated individuals share facilities such as bathrooms, kitchens, and/or communal areas.

In line with paragraphs 025 and 026 of the national planning practice guidance on housing supply and delivery⁴ and the Housing Delivery Test measurement rulebook⁵, these forms of accommodation are accounted for in our overall housing supply by calculating the equivalent number of homes that this accommodation is expected to ‘free up’ in the housing market back into general residential use. To do this, one of two ratios is applied based on the average number of students or adults living in the relevant types of households in England, according to the latest Census data. Currently, based on 2021 Census data, bedspaces for student communal accommodation are divided by 2.4 and bedspaces all other communal accommodation are divided by 1.9.

For example, a 100-bedroom purpose-built student ‘cluster-flat’ development would contribute the equivalent of 42 conventional homes to our housing supply ($100 / 2.4 = 42$), and a 100-bed care home would contribute the equivalent of 53 conventional homes ($100 / 1.9 = 53$).

The exception to this approach is purpose-built studio or one-bedroom flats designed and marketed specifically for students, which are often included as part of a wider student housing development. These are each counted as individual homes.

These ratios are updated following the publication of each Census.

⁴ www.gov.uk/guidance/housing-supply-and-delivery

⁵ www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book/housing-delivery-test-measurement-rule-book